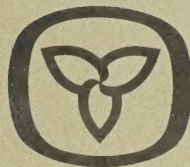


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# **INTER-DEPARTMENTAL COMMITTEE ON GOVERNMENT AT THE DISTRICT LEVEL IN NORTHERN ONTARIO**



## **REPORT AND RECOMMENDATIONS**





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JULY 31, 1969

The Hon. John P. Robarts, M.C., M.P.,  
Prime Minister and President of the Council,  
Province of Ontario,  
Queen's Park,  
Toronto, Ontario

REPORT AND RECOMMENDATIONS

OF THE

INTER-DEPARTMENTAL COMMITTEE ON  
GOVERNMENT AT THE DISTRICT LEVEL  
IN NORTHERN ONTARIO


JULY 31, 1969

\*\*\*\*\*

*John P. Robarts*  
John P. Robarts,  
Chairman,  
Inter-Departmental Committee  
on Government at the District  
Level in Northern Ontario



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# DEPARTMENT OF MUNICIPAL AFFAIRS

801 BAY STREET • TORONTO 5, ONTARIO



July 31, 1969.

The Honourable John P. Robarts, PC, QC,  
Prime Minister and President of the Council,  
Province of Ontario,  
Queen's Park,  
Toronto, Ontario.

Dear Sir:

The review of local government in the territorial districts of Northern Ontario, in accordance with your instructions and statement in the letter to the Ministers of September 27, 1968, has been completed. I have the honour herewith to present the Report on behalf of the Committee.

Respectfully submitted,

A handwritten signature in cursive script, reading "John Pearson".

John Pearson,  
Chairman,

Inter-Departmental Committee  
on Government at the District  
Level in Northern Ontario.



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## Chapter One

### TERMS OF REFERENCE

During the Cabinet tour of Northern Ontario in September 1968, the Prime Minister, the Honourable John P. Robarts announced the formation of an Inter-Departmental Committee of senior civil servants to evaluate the proposals for a "District Municipality" contained in the Lakehead Local Government Review: Report and Recommendations. In making this announcement the Honourable Mr. Robarts indicated that, from the report of the Committee, "it may be possible to evolve a policy or formula which will be applicable with appropriate local modifications to all of the Districts of Ontario."

In proposing the establishment of a District Municipality for the Territorial District of Thunder Bay the Special Commissioner, Eric Hardy, had recommended that such a District Government have responsibility for certain services at present provided through the municipalities, by special-purpose boards or, in territory without municipal organization, by the various provincial departments. Hardy had further recommended "that, insofar as possible, legislation providing for the creation of the Thunder Bay District Municipality be given a form permitting its extension to further district municipalities (p.109)."





In Phase II of Design for Development, the Prime Minister acknowledged the particular situation and special needs of the people in Northern Ontario. In further detail the Honourable W. Darcy McKeough, Minister of Municipal Affairs, raised questions regarding the structural form that local government reform should take in the North and how local services could be provided more effectively to territory without municipal organization. He referred to the possibility of isolated municipalities contracting local services from the closest regional government, a possibility which had been raised in the Report of the Ontario Committee on Taxation and discussed in the Report of the Lakehead Local Government Review.

Thus the Committee's task was to answer three questions with reference to local government reform in Northern Ontario:

- (1) What structure, organization and administration is required in providing local services?
- (2) What will be the role of the territorial districts in any future local government structure?
- (3) How can local services be provided most effectively in the territory at present without municipal organization?





## Chapter Two

### THE PROBLEM

The assumption that certain public interests and services are essentially local in concern is implicit in the existence and function of municipal government. Decisions on these matters are made and implemented most effectively through an organization which provides ready communication of ideas between the public and the government with reference to:

- (a) participation in policy determination;
- (b) administration of services.

The achievement of the goals of Phase II of Design for Development depends upon the interaction of electorate and elected. Phase II seeks to strengthen this process by introducing a new dimension to the municipal structure in the form of regional governments. This will enable residents to exercise influence on decisions relating to services that are more appropriately administered over a wide area.

There has been a continuing increase in the demand for government-provided services, and consequently the role of government has grown and changed to a remarkable extent. It is now involved in a wider range of activities such as pollution



abatement, land-use control, and the provision of health and social services which in the past were not considered a public responsibility.

In Southern Ontario the Province has conferred responsibility for many functions upon municipal governments, either at the local or county level, and more recently to regional governments. However in the territorial districts, where there are neither counties nor regional governments, there is no large unit of municipal government to assume these wide area functions.

A number of additional factors contribute to the limitations of northern municipalities and inhibit the development of stronger ties among municipalities. The first is that 97 per cent of the area comprising the territorial districts is unorganized for municipal purposes. The population is spread over a very large geographic area with great distances separating some municipalities. Of the 800,000 people in the districts almost 350,000 live in five major urban centres, Timmins, Port Arthur/Fort William, North Bay, Sault Ste Marie, and Sudbury, whereas only 360,000 live in the other 214 municipalities. The remaining 90,000 are scattered throughout the territory along roads and rail lines, in small settlements without municipal organization.





A great many of the municipalities, because of a limited population base, cannot provide an adequate level of services. Higher costs for goods and services in the North aggravate this situation.

The unstable economic base of many municipalities is a further handicap in the provision of services to the residents. Few have a desirable balance of industrial, commercial and residential assessment. Many rely on a single resource industry for survival. Such an industry may not be situated within the municipal boundaries.

Many provincial departments recognize the inadequacies of some of the local services to the residents in the districts and understand why the municipalities cannot cope with this problem. To meet the need, grants are made by the respective departments. In some instances the separate grants are made without reference to the total needs of the community. Moreover, the conditions attached to many of these grants discourage municipal councils from assuming greater responsibility.

Consequently, in considering the future evolution of the structure of local government in Northern Ontario, the Province may choose among several courses of action, each of which presents certain difficulties.

- a) Some additional responsibilities could be conferred upon the municipalities. However, since many



municipalities throughout the districts have difficulty coping with present responsibilities, the administration would need to be strengthened.

- b) Additional responsibilities could be conferred upon selected municipalities that are capable of handling them. This would reflect on other municipalities and might accordingly inhibit inter-municipal co-operation.
- c) Certain functions could be carried out by special boards or commissions. This would seem to be contrary to Provincial policy on regional government, notwithstanding the special problems in the districts.
- d) The responsibility could be ignored. The consequences of this inactivity would compound the recognized problems.
- e) The Province could assume responsibility for these functions. This would weaken the municipal structure.





Despite these implications, various departments of the Government of Ontario have found it necessary to choose this last course of action. This adds to the number of "line" functions they must perform in the territorial districts, some of which might be transferred to municipalities.

A solution to the problems of municipal government in the territorial districts is ultimately the responsibility of the Provincial Government. This responsibility is two-fold:

- (a) to define provincial and municipal roles in the districts;
- (b) to achieve municipalities with the strength and resources to assume the authority and to carry out the functions conferred upon them.



## Chapter Three

### SOLUTIONS

The Committee members agree on the importance of a stronger municipal structure in the territorial districts and the need for certain changes to achieve this goal. They believe, however, that before the Government reaches any conclusions the people of the North should be given an opportunity to participate with the various provincial departments in deciding the future relationship between the Province and the residents of Northern Ontario.

With a full appreciation of the Northern point of view, provincial departments may achieve a more integrated approach to the problems of the residents and of the municipalities. The type of organization at the local level that the various departments would favour is determined, for the most part, by the functions that each performs.

Several departments, because of the nature of their functions, prefer a two-tier system of municipal governments blanketing most of Northern Ontario, roughly equivalent in area to present territorial districts. Such a system, as recommended by these departments, would provide certain local services over large areas, with





representation for virtually all residents on a municipal council. It would establish statutory groupings of municipalities to promote and watch over common interests related to provincial policies and services.

A substantial segment of the Committee, however, prefers a different system. They believe it would be more in the interest of sound municipal government to strengthen the existing municipal structure and extend it to include the population outside the present municipal boundaries. They would leave the sparsely-settled areas to be served by a provincial administration. This decentralized and co-ordinated administration would provide greater access for all residents.

There is, however, virtually unanimous support for revision of some existing municipal boundaries -- for consolidation of certain municipalities, where appropriate, and for extension of boundaries to take in the adjacent settled area and enough undeveloped land to ensure orderly future growth.

Thorough studies involving local participation should precede any revision of boundaries. These factors should be included in the studies:

- (1) the proximity of neighbouring municipalities;
- (2) the concentration and size of population;



- (3) the expected population growth;
- (4) the community of identity;
- (5) the need for development controls in adjacent areas;
- (6) the location and nature of present and anticipated commercial and industrial development;
- (7) the viability of the municipality.

### RECOMMENDATIONS

With respect to government at the district level in Northern Ontario the Committee was unable to agree on one proposal. Consequently, three alternatives were proposed as a basis for discussion. These pose basic questions regarding government structure in the districts.

#### Alternative A

Alternative A, which was originally recommended in the Lakehead Local Government Review, proposes a District Municipality for Thunder Bay with general applicability to the other districts. It would have direct responsibility for a number of human betterment services and would operate through a council of municipal representatives and representatives from delineated areas without municipal organization. In





recognition of the problems of those residents clustered together in the small and more remote communities, "Local Service Boards" could be established by mutual agreement with the District Council to meet essential needs for certain local services.

#### Alternative B

Alternative B favours the delineation of Northern Ontario into administrative regions defined by the Province. Each region would have a Regional Co-ordinator of Services, a Provincial employee reporting directly to the Minister of the Department designated for this operation. The Co-ordinator would have the responsibility of providing local services in the territory without municipal organization and of co-ordinating the activities of the field staff of all Provincial Departments and of all local governments throughout the whole region. Representatives of the municipalities and the areas without municipal organization would serve on committees in an advisory capacity.

#### Alternative C

Alternative C proposes regional governments on the scale of the territorial districts, south of a line some 25 miles north of the CNR's Northern rail line. Representation, organization, and responsibilities for services would be similar to A but there are some significant differences.



Representation on the District Council would also include elected or appointed representatives from the Indian communities. The Members of the Provincial Legislature would have a formal liaison with the District Council. The organization for the administration of regional services would include personnel to provide advice and assistance on planning, public works and public relations. Regular liaison would be established between the District Council and those Provincial Departments who would continue to provide direct services of a local nature.

These Alternatives are outlined in greater detail in the following three **chapters**. In presenting them for consideration by the Cabinet, the Committee recommends that they be presented to the residents of the eleven territorial districts.



Chapter Four  
ALTERNATIVE A

THE DISTRICT MUNICIPALITY OF THUNDER BAY

Quoted from Eric Hardy,

Lakehead Local Government Review: Report and Recommendations

DISTRICT GOVERNMENT (pp. 91-97)

70. Throughout the whole of northwestern Ontario, municipal associations maintain continuing activities among municipalities. Their success leaves no doubt that a strong sense of community extends throughout this whole territory.
72. The Tax Committee felt that a region should contain diverse interests in reasonable balance. But this requirement would seem to require special interpretation in the north. The more familiar I become with northwestern Ontario, the more conscious I am that an essential unity of purpose binds communities of quite contrasting sizes together. Growing up in southern Ontario I was much aware of the differences in community habits and outlook then to be found between the farm community and the dwellers in town or city. If any such sharp distinction ever existed in northwestern Ontario I see little remaining evidence of it today. In consequence, I do not feel that small places are automatically threatened by inclusion in a region that also contains a single large metropolis.
74. Presuming one is able to devise an acceptable pattern of representation that ensures, on the one hand, that the outer areas of the District can be heard and, on the other, that they will not have the strength to frustrate the legitimate aims of metropolitan representatives continually, a Thunder Bay District municipality would seem quite workable. Equally important, I am now firmly convinced that the outer portions of the Thunder Bay District would sooner take their chances as full partners in a district government with the Lakehead than rely upon the Province to act as their intermediary in contracting for services from the Lakehead.
75. One further point has been crucial in my decision to recommend district government. Some local government services require much more frequent and intensive surveillance by a governing body than others. I have calculated the frequency of meetings that are required to give adequate attention to the group of services that would be expected to come under regional control if a regional government is established. I begin by noting





that a Thunder Bay District municipality would not need to assume responsibility for roads, parks and recreation, water and sewer services and similar demanding undertakings. Next, I must agree with the decision by the provincial Department of Education that the District of Thunder Bay is too large a territory for one area-wide school jurisdiction. The problems of school supervision are too substantial and intensive. Finally, I do believe that a group of what I like to call human betterment services can be managed properly with regular meetings no oftener than once a month provided full use is made of professionals in fields where the role of the professional is surely recognized today -- health, public welfare and public libraries. These are the prime contenders for regional government control in the northern districts. They are already "going regional" throughout the north under ad hoc authorities. A district municipality would maintain their regional character while restoring such services to direct policy control by the people of the communities receiving service.

82. The great advantage that I see in district government is an opportunity to adopt a thoroughly balanced, integrated and professional approach to the task of human betterment. The same district council would oversee both health and welfare undertakings. A single welfare department would be responsible alike for the young, the old and the able-bodied who are in difficulties. Its efforts could be co-ordinated with the work of a health department, fulfilling the responsibilities of a district health unit. Both would serve the community directly and would come directly under community control.
83. Accordingly, I strongly urge that legislation be enacted to set up a district municipality with jurisdiction throughout approximately the area of the present District of Thunder Bay with full and direct responsibility for:
  1. health, hospital facilities planning and emergency ambulance services,
  2. public welfare,
  3. a regional library system,
  4. emergency measures organizations and mutual aid on fire protection within the District,
  5. assessment,
  6. tax levying and collection for its own purposes,
  7. tax billing on behalf of other local authorities within the District,



8. borrowing for its own purposes,
  9. floatation of approved debenture issues on behalf of other local authorities within the District,
  10. creation of local service boards and provision of enabling services for such bodies,
  11. facilitation of inter-municipal co-operation within the District,
  12. periodic review of school division boundaries and assistance to school sections that must remain outside the divisions.
84. I now provide a word of explanation with respect to recommended District responsibilities where the intention is not already perfectly clear.
86. Tax billing on behalf of other local authorities within the District would be a purely mechanical service. As such, it can be provided most effectively by the body responsible for assessment. The tax bills would be sent out on the bill heads of the several local authorities concerned and payments would be made to them either through their own offices or those of the district municipality.
87. The responsibility of the district municipality in issuing debentures for other local authorities would be something more than a mechanical aid but considerably short of total control. The various local authorities would obtain approval for long-term borrowing from the Municipal Board, when the district municipality could express its views. The latter body would thereupon issue the required debentures. These would be issued in the name of the district municipality, while the prospectus would show the local authority on whose behalf the borrowing was being undertaken, the purpose of incurring the debt and so forth. By issuing debt for another local authority, the District would be making itself liable for repayment of the debt.

Legislation should therefore provide that both the issuing municipality and the local authority for which the borrowing is done are to be jointly and severally liable for repayment.





## MUNICIPAL JURISDICTION

90. One purpose for creating a district municipality would be to bring an end to the several distinctions that now exist between municipally organized areas and other inhabited territories in the provision of what I have chosen to call the broadly-based services. The district should have the responsibility of extending its services throughout what are now municipally unorganized areas. Consequently, all property in the district would cease to be liable for provincial land tax but would instead be made subject to assessment and taxation for district services. This would mean that, in the district municipality, the special exemptions granted to homesteaders and others under provincial land tax legislation but not under the ordinary assessment legislation would come to an end. To me, it would seem highly desirable also to make district services available to treaty Indians. A trend in this direction is already evident.

## LOCAL SERVICE BOARDS

97. The heavy dependence of northern settlements on resource industries results in scattered settlements of uncertain duration and of insufficient size in many instances to make strong municipalities. To illustrate, my proposal for a Lakehead merger would leave in existence only two other self-governing municipalities with populations in excess of 2,500 and the larger of these is losing population.
98. Within Thunder Bay, several improvement districts would, in my opinion, be advised to seek self-governing status. It is not my responsibility to press them to do so. Other municipalities might benefit through amalgamation...
99. It is a struggle to maintain a full-fledged municipal operation with limited population and restricted revenues. Yet a number of the services provided by local municipalities cannot be organized across wide territories in order to obtain a more adequate scale. I am told that research is going on with the object of developing community water and sewer systems that are simple enough in concept to be used by tiny settlements. Again, it is my understanding that a prime obstacle to local self-government for the treaty Indian is the limited population on each reserve.



100. The Baldwin Act of 1849 provided for a form of local government organization that was intended to meet the needs of small settlements. It was called the police village and its success depended upon the backing given to it by the township within which it was situated. Together they shared local government responsibilities for a tiny urban settlement in a rural setting.
101. The police village has been available to northern Ontario but it scarcely took root here. Today only three of the 158 police villages still in existence throughout Ontario are within northern Ontario and none is to be found in northwestern Ontario. To a considerable extent, the urban service area has become the successor of the police village for southern Ontario. In northern Ontario, a different set of conditions call for another adaptation.
102. The Local Roads Board recently devised by the Ontario Department of Highways as the successor to the Road Commissioners under the Statute Labour Act provides a useful lead. The local operation is kept simple by making the Provincial Treasurer the roads board's banker, the Department of Highways its engineer and contractor and by permitting informal elections at an annual meeting. It is my belief that the concept embodied in the local roads board can be given application to a group of services where a district municipality can provide the needed administrative and professional backing and be reimbursed by the local area for doing so. If given this new and somewhat wider interpretation one minor change should probably be made. Voting rights should be extended to resident tenants as well as to owners. Incidentally, the term "owner" is given a slightly broader definition in the Local Roads Board Act than in common parlance to include tenants of Crown properties.
103. Taking the name local service boards, bodies constituted in the same manner as the present local roads boards could use the district as their banker for all or most purposes, the Department of Highways to design and carry out their road work and a professional planner engaged by the district to assist them in developing needed land use controls. Again, the district government might help them to organize volunteer fire protection. The idea is not to encourage an elaborate array of services under a local service board. The purpose is to keep the operation simple, to provide for some essential needs with the help of a regional municipality that is large enough to be professionally staffed and in close enough contact with these northern settlements to understand them and work for them.



104. To establish a local service board, application would be made to the district municipality. Such a board would be created or its boundaries altered by district by-law. The present local roads boards and boards of road commissioners under the Statute Labour Act would be converted to local service boards. The district municipality would undertake to review their boundaries before passing each required by-law.

#### THE PLANNING FUNCTION

106. It would, in my opinion, be quite unrealistic and not at all desirable to endeavour to regard the Thunder Bay Municipal District as a planning area. For this reason, I oppose assigning any planning function to the District Municipality on its own behalf. At the same time, my contention is that the District Municipality is vitally interested in the success of local community planning within its borders and that it is better situated to encourage local planning than the Province. To the extent that planning must be made mandatory, I see the position reversed: the Province must set and enforce the requirements.
107. If local service boards are to plan, another authority must maintain the professional staff to meet their needs. I am recommending that the District Municipality do so. I believe also that the same professional staff could furnish service to the smaller municipalities that cannot readily do so for themselves. To ensure that the District Municipality takes on this function, it should be reimbursed for professional planning services to small municipalities and local service boards on a shared basis.

\* \* \* \* \*

#### THE DISTRICT ADMINISTRATION (p. 106)

41. District government will involve a takeover of service responsibilities now performed for the most part by ad hoc authorities. The district council is larger than the city council. To my mind, the most successful form of district administration would be one in which the business is processed through a number of standing committees concerned with each particular function and assisted by the head of the department concerned. Under this system, it is not necessary that there be a head of council with strong executive authority. My preference therefore is that a chairman be chosen annually, but with the clear understanding that the office is not expected merely to be passed around. A person who serves capably as chairman one year should be regarded as the most likely choice for the succeeding year.







42. Accordingly, I propose that the chairman of the district council be chosen by the members from among their number following each election and at each succeeding year and that the retiring chairman be eligible for re-election if still a member of council.
45. The past success of the health units, the children's aid societies, the homes for the aged and other broadly-based services has been due in no small measure to the dedicated service of what are sometimes referred to as "citizen" members on the governing bodies. It would be most unfortunate, in my opinion, if upon formation of a district municipality the contribution of such people was suddenly withdrawn.
46. Where a council is already large and relies on the committee system for the processing of its business, it makes eminent good sense to me for such a body to make ample use of co-opted members on committees and sub-committees. I regard only one limitation on their service as necessary. A majority of the voting members of any committee or sub-committee should always be elected councillors.

\* \* \* \* \*

NEW LEGISLATION: DISTRICT MUNICIPALITY (pp. 109-110)

12. Other legislation would be needed to establish the district municipality of Thunder Bay. The Act to set up the district municipality would have to specify its territorial limits, functions and form of organization. It should make clear that territory within such a district municipality ceases to be subject to the provincial land tax. The legislation should also permit treaty Indians to be brought within the jurisdiction of the district municipality. It should provide specifically for the transfer to the district of the responsibilities of existing ad hoc authorities that the district municipality is intended to replace . . .
14. Two principles should, I believe, be enunciated as part of the terms of reference. All taxable properties within a district municipality should be expected to bear an equitable share of the municipal cost of district services. The taxpayers of the district should not be expected to contribute any part of the extraordinary service costs resulting from the necessity of



extending services throughout small scattered settlements by comparison with furnishing services within one central location. Among such extraordinary costs I think of extra service planning and supervision, extra travel cost including time taken up in travel and extra telephone, telegraph, shipping and mailing costs.

15. Accordingly, I strongly urge that a task force from within the provincial civil service be instructed to report upon the most desirable form of provincial subsidy for a district municipality to offset the financial burden imposed by sparsity of settlement in the provision of district services.
16. As with the legislation setting up the new city, it would be desirable to hold special legislative provisions creating the district municipality of Thunder Bay to a minimum. Wherever possible, the ordinary legislative enactments should, I think, be made applicable and the arrangements should insofar as possible be contained in general legislation that can be available in due course to other district municipalities that may later be formed.
17. ACCORDINGLY, I PROPOSE THAT LEGISLATION CREATING THE DISTRICT MUNICIPALITY OF THUNDER BAY SPECIFY ITS TERRITORIAL LIMITS, FUNCTIONS, SOURCES OF FUNDS, FORM OF ORGANIZATION AND THE MEANS OF TRANSFER OF FUNCTIONS FROM EXISTING AGENCIES AND THAT, INsofar AS POSSIBLE, LEGISLATION PROVIDING FOR THE CREATION OF THE THUNDER BAY DISTRICT MUNICIPALITY BE GIVEN A FORM PERMITTING ITS EXTENSION TO FURTHER DISTRICT MUNICIPALITIES.



Chapter Five  
ALTERNATIVE B  
PROVINCIAL-MUNICIPAL GOVERNMENT  
IN NORTHERN ONTARIO

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This proposal for a reformed government structure in Northern Ontario involves two elements:

- (1) A system of municipal government (one or two tiers) for areas where the population size and density or a history of municipal government justify this;
- (2) A system of local government services administered directly by the Provincial Government in all other areas of Northern Ontario.

I

Municipal Government

In the establishment, continuation, or consolidation of municipal governments the following criteria must be considered:

- (a) concentration of population;
- (b) expected population growth;
- (c) location of existing municipalities, even though the area may not meet the population criteria;
- (d) viability.

These municipal governments could be two-tiered in areas where the total population reaches a minimum level and where two or more distinct urban centres exist. The upper tier would be a "regional municipality" with lower tier units as "area municipalities" probably retaining their historical names of "cities", "towns", "villages", and "townships". The remainder of the municipalities would be one-tiered governments, such as "cities", "towns", "villages" or "townships". Improvement Districts would continue to be





used as a device for "probationary" municipalities in both the one- and two-tier systems.

All boundary changes, including those establishing regional municipalities, should be based on thorough studies of the specific area. As a general rule, however, the boundaries of the regional municipality should correspond to the extent of the functional "region" in terms of population distribution, economic activity, and social and cultural interaction. The regional municipalities should be urban centred, but the boundaries should not extend beyond the area in which most of the occupants have frequent contact with the urban centre for employment for physical services such as water and sewers, for shopping, for recreation, and for professional services. A sense of identity and community is also important between the urban centre and the rest of the region. These regional boundaries should also take into account the location of economic activity and recreational resources and facilities associated with the region.

The boundaries of both single-tier and two-tier municipalities should be cast broadly enough to embrace the existing settled area plus an appropriate amount of adjoining undeveloped area. The proposal for the Provincial Government to provide effective governmental services in all territory outside these municipalities would make it unnecessary to include inordinate amounts of undeveloped land in the municipalities for adequate control of development since there would be land-use control over the whole of Northern Ontario, either by the Province or the Municipal governments. There would be a regular review of these boundaries and appropriate adjustments and changes from time to time.

It is important to note that this proposal recommends that the present boundaries of municipalities be revised to provide for consolidation of two or more municipalities into one where appropriate, and to take in the settled area plus some undeveloped land outside these municipal boundaries. It should also be noted that this proposal envisages that these areas of municipal government will be gradually extended across Northern Ontario with continued economic development and settlement.



## Provincial Administration

A Provincial Administration would provide all appropriate local services in the area outside the municipalities. To do this, all of Northern Ontario would be divided into administration regions. Their size would be determined by criteria of administrative efficiency and of maximum accessibility for the public. These could be larger or smaller than the territorial districts.

There would be a Regional Administrative Office in every region, each headed by a Regional Co-ordinator of Services. It would be the responsibility of this office both to provide local services to the territory without municipal organization in the region and to co-ordinate all government activities in the whole region. The Co-ordinator would be a provincial employee of any one of the Departments who would answer directly to the Minister of a department to be designated as responsible for this administrative structure. He would co-ordinate the work of the field staffs of the various Provincial departments, and the administrative policies at head office of these departments in matters relating to his region.

His office would have authority to grant many types of permits and approvals now decided in Toronto or by the field staff of various departments. It would also have considerable discretion in administrative decisions relating to the region.

It would be desirable to have all the departmental field staffs located with the regional co-ordinator in a common centre, preferably in a single building. These departmental officers would answer to their departments in Toronto in matters of general policy, but would work through the regional co-ordinator in the administration of these policies in the region. The senior field staff of the departments would constitute an advisory committee to the Regional Co-ordinator, similar to the Regional Advisory Boards of civil servants reporting to the Advisory Committee on Regional Development.



Each regional office would need to have a high-quality information service to answer enquiries from the municipalities and the general public in the region on provincial government policies, services, and procedures. Each office would also need a small supporting staff to work with the regional co-ordinator in processing applications for approvals and permits, and to assist him in co-ordinating the activities (field staff and main office) of the various Provincial agencies involved in the region.

### Public Participation

At least one citizen advisory committee could be established for each administrative region. Such committees would represent the people living outside the municipal government areas. The members could be elected at large or by "wards" (perhaps by mail vote), and the committees might include representatives of various community organizations. These committee members should be remunerated by the Province and be provided with enough funds to hire a secretary, and perhaps to rent an office in the regional office. All existing special committees should be studied to see if their role could be tied in to this structure.

Each committee would meet regularly with the regional co-ordinator and other senior regional staff to discuss existing policies, to suggest changes in policy, and generally to keep the Government in touch with the viewpoints, attitudes, and needs of the people in the Region living or operating outside the organized municipalities. These committees would be available for consultation by the regional co-ordinator on such matters as proposed policy changes, development proposals, and administrative and procedural matters.

Effective liaison should be established between the regional administrative offices and the single and two-tier municipalities in that region through advisory committees of representatives from municipalities and territory without municipal organization.





Such liaison would facilitate the discussion of policies, and problems relating to administration, procedures, finances, or Provincial programs. They could provide two-way accessibility, so that the Provincial Government would have a means of testing its proposed programs and changes in policy against local and regional attitudes and views. The Province might provide funds for secretarial services to such advisory committees.

An important aspect of liaison with the municipal governments would be the co-ordination of regional and local development plans with Provincial programs in such fields as highways, pollution abatement and control, education health, recreation, harbours and airports, and land-use regulation.

### III

#### Functions of Municipal Governments

Generally speaking the regional municipalities in Northern Ontario should be given responsibilities and powers similar to regional municipalities in Southern Ontario. In some cases there might not be a lower-tier municipality, in which circumstance the regional municipality could exercise the functions of a lower-tier municipality as well as those of a regional municipality in that part of the regional municipality.

The lower-tier and single-tier municipalities---cities, towns, villages, townships, and improvement districts---should also have responsibilities and powers similar to those of their counterparts in Southern Ontario; more intensive study of the municipal system in Northern Ontario might disclose the need for departing from the Southern Ontario pattern in delegating functions and powers to municipalities in Northern Ontario. Single-tier municipalities with small populations and a weak financial base should be given special attention and support by the regional administrative offices of the Provincial Government.

A new type of agency called a Local Service Board may be necessary as a means of providing a number of essential



or desired services in settlements too small to warrant municipal incorporation. The members of the boards should be directly elected by ratepayers and residents of the settlement. Such local service boards could be established in territory without municipal organization and possibly in those parts of regional municipalities where no lower-tier municipality exists. They might have the following powers:

- (1) to provide and manage certain specified services, or to share in the management when required;
- (2) to petition the regional municipality or Provincial Government, whichever is appropriate, for additional specified services;
- (3) to levy a tax surcharge on benefitting property owners for a service, or to recommend such a levy by the regional municipality or Provincial Government.

#### Planning and Land-Use Regulation

Planning boards and planning areas would be gradually abolished as regional municipalities were formed and single-tier municipalities re-organized. Planning, within Provincial development policy would then be a direct responsibility of municipal councils. In two-tier municipal structures, responsibility for planning would be shared by the regional and lower-tier municipalities in a manner similar to regional municipalities in Southern Ontario.

In territory without municipal organization the Provincial regional administrative offices would be responsible for all aspects of planning, including the establishment of development policies subdivision control, land-use regulation (zoning) and the structural safety of buildings. A small



planning staff would be necessary in each regional administrative office. Extra staff resources could be supplied from Toronto for special planning programs. Their work, through the Office of the Regional Co-ordinator, would be co-ordinated with that of all departments having an interest in planning and land-use control. A small staff in each Office could issue permits and enforce regulations.

The Provincial Regional Administrative Office would be responsible for co-ordinating planning and development programs of all provincial departments with the plans and programs of regional and local municipalities. This could be done most effectively through the Advisory Committees in each Region.

The existing machinery for administering certain provincial programs might be left alone. This scheme does not propose to absorb the local school authorities in any system of local government for Northern Ontario. The same policy, at least in the short run, might be followed in connection with welfare boards and certain other agencies. It is not an essential part of this proposal that welfare boards and similar agencies be dissolved or that their functions be transferred to Provincial officials. There should be strong evidence of the need for change before agencies such as these are disturbed.





Implementation of Alternative B	1970	1971	1972	1973	1974
Adjustments to Municipal Structure	Develop Criteria for viable municipalities	Study need for local government reorganization (boundary adjustments, consolidation, establishment of "regional governments")			
Establishment of Provincial Administrative Units	Establish spatial criteria	Determine Cabinet Responsibility	Review criteria	Establish remainder of administrative regions	
Establishment of Liaison Committee		Select pilot program and initiate trial program			
Consultations with OMA, municipal associations, regional development councils, regional advisory boards, government departments, etc.		Develop theoretical organization	Establish committee for trial program	Establish committees	



Chapter Six  
Alternative C

A SYSTEM OF DISTRICT GOVERNMENTS FOR NORTHERN ONTARIO

This proposal includes the four component functions considered essential to district government (a) policy-making (b) administration; (c) services (d) provincial liaison.

The jurisdiction of each district government would approximate the scale of the territorial districts, excluding the Patricia portion of Kenora District, with whatever modifications of the present district boundaries would provide greater access and facilitate the provision of regional services.

Three major considerations lend support to this proposal for a system of district governments in Northern Ontario.

- (1) In the absence of any statutory organization such as the County in Southern Ontario, the municipalities of Northern Ontario have maintained inter-municipal relationships in several ways. There are eight municipal associations geographically identified with the territorial districts:

Municipal Union of the District of Rainy River  
Kenora District Municipal Association  
Thunder Bay District Municipal League  
South Temiskaming Municipal Association  
Northeastern Ontario Municipal Association  
Manitoulin Municipal Association  
District of Parry Sound Municipal Association  
Muskoka District Council.

The three Associations of Northwestern Ontario are also joined together by a similar organization covering Rainy River, Kenora, and Thunder Bay Districts.

The Federation of Northern Municipalities was established in 1960 for the purpose of uniting the efforts of municipal councils and speaking on behalf of the residents of Northern Ontario.

The Association of Mining Municipalities brings together some thirty municipalities whose economy is directly or indirectly subject to the operations of the mining industry.



Membership in the Municipal Associations is voluntary. Most of them meet semi-annually in various locations throughout their district. Generally, their programs consist of an address from a Minister of the Government and the local Members, presentations by civil servants, and the passing of resolutions mainly directed to provincial departments. The administration of the Association's business is carried out on a part-time basis by a municipal representative or employee.

These Associations have a commendable record of achievements. The oldest dates back to 1907 when the Municipal Union of Rainy River South was formed for what is now the Rainy River District. In 1917 the Fort William District League, later to become the Thunder Bay District Municipal League, was organized to fill the role of a county council.

In recent years the growing complexities of municipal government and the need for more effective representation to the Government on local matters have become a general concern of these Associations.

- (2) Over the years, leaders across Northern Ontario have made persistent efforts to interpret the needs and problems of their people. However, this activity has largely been confined to the municipalities and seldom has dealt with the interests of those who live in territory without municipal organization both Indians and non-Indians.

The social and economic differences that characterize the regional sub-divisions of Northern Ontario have up to now pre-occupied municipal councils to the exclusion of those questions involving the interests of the larger areas. What, for example, should be the role of municipal government in the regulation of development in territory without municipal organization?

- (3) Throughout the North the overriding response to the Government's announced policy of municipal reform indicates that any proposals should not be implemented without the full participation of municipal councils, public and private organizations, and individuals, both in territory with and without municipal organization.

### Policy-Making

The District Council would be composed of four kinds of representatives to meet the geographic, economic and social conditions of Northern Ontario:

- (1) Representatives of incorporated municipalities;
- (2) Representatives from territories without municipal organization;





- 3) Representatives of Indian communities;
- 4) Members of the Provincial Legislature.

The basis for a balanced representation on the Council would be a matter of agreement between the four categories. It will be at this stage in the process that the combined leadership of the district will be required to arrive at an acceptable and workable arrangement.

- (1) Representation on District Council from the municipalities should be determined by whatever means will satisfy them and at the same time minimize the apprehensions of the other representatives on Council. Consequently, for budgeting, land-use controls, and the extension of services beyond municipal boundaries, a reasonable formula for representation and voting on Council must be developed. To provide an equitable basis of representation in keeping with the principle of "Rep-By-Pop" and at the same time ensure a minimum degree of co-operation between the larger urban centres and the hinterland, some modification in representation and differentiation of voting power may be necessary.
- (2) In the territories without municipal organization, recognition must be given to several classes of residents. Settlements of more than fifty persons should have less difficulty in nominating candidates but those living in more remote areas would need some guidance on procedures if their interests are to be represented. It may also prove advantageous to ensure representation from industrial and commercial enterprises located outside local municipalities.
- (3) The nature of participation of Indian residents through representation on the District Council will be a matter of extensive consultations with Indian communities and subject to whatever agreements arise out of the current discussions on the policy proposals of the Federal Government.
- (4) Members of the Provincial Legislature, serving the municipalities and residents of Northern Ontario, are confronted with a wide variety of local problems. The factors of time and distance involved in travelling throughout their constituencies and attending to their responsibilities in the Legislature add to the difficulties of helping to resolve these problems. Formal



participation in the deliberations of the District Councils should strengthen the provincial-municipal relationships in the respective districts. Here again the basis of membership on the district council would involve discussion at the local and presumably the provincial level.

Decisions on those services to be provided at the district level would be related to the ability and willingness of the municipalities and residents outside municipalities to pay. To this share of the cost might be added a system of provincial grants to compensate for the limited resources of the smaller municipalities and the areas without municipal organization. Attached to these grants would be certain conditions related to standards of performance and limits of expenditures. The present land tax would be replaced by the tax bill from the district government.

#### Organization & Administration

The District Council would meet periodically, in the beginning, at least 4 times a year. It would operate through Standing Committees with a Chief Administrator, district services personnel, and secretarial staff. While a central location would eventually be determined, the Council could hold meetings in various parts of the District.

District services would include:

- Tax levying and collection for district purposes.
- tax billing on behalf of municipalities within the district.
- Borrowing for district needs and debentures for local authorities.
- Health and Hospital services.
- Social and Family services.
- Public Works (roads, sewers, water, public buildings)
- Emergency Services
- Inter-municipal planning and zoning by-laws. Subdivision Control and building by-laws - Townsites.
- Licences and permits in territory without municipal organization.
- Public Relations: including tourist, industrial development
- services to local service boards.

#### Provincial-Liaison:

Throughout Northern Ontario a number of provincial departments have provided certain services and facilities in territory without municipal organization which, in more urbanized areas, would be a municipal responsibility.



With district government some of these services would remain at the provincial level. To maintain regular communications, representatives of such departments would sit in a liaison capacity on the appropriate Standing Committee of the District Council. The following services administered by departments would be included: police; fire-protection; community recreation activities and use of school facilities; parks; conservation; regional economic development; land-patenting; hydro.

The field staff of those departments who normally provide advisory services to municipalities would work in co-operation with the district administration.





## Implementation

The following schedule for implementation of Alternative "C" in whole or in part, is subject to decisions to be made in 1971.

Two Committees would be appointed early in 1970 to assist in this program:

1. A liaison committee appointed by the District Municipal Associations. Representatives from territory without municipal organization would be included.
2. A technical committee of provincial personnel and municipal staff from representative areas of Northern Ontario.

Jan 1, 1970  
to  
Dec. 31, 1970.

1. a) Strengthening of Municipal Associations
- b) Discussions with residents of territory without municipal organization.
- c) Consolidations presently under consideration would continue.
- d) Discussions between adjoining municipalities would be initiated on request.
- e) Discussions between municipalities and residents in adjacent territory without municipal organization would be encouraged.
- f) Discussion with residents of unincorporated settlements regarding future municipal status would be undertaken.

(Department of Municipal Affairs staff members to be available for consultation and advice.)

Jan 1, 1971  
to  
Dec 31, 1971.

2. a) Review of Alternative Proposals to determine the course of action over the next 3 years through Spring and Fall meetings arranged by Municipal Associations. Delegates to these meetings would include elected and appointed municipal representatives and staff.



Local Road Boards, residents of territory without municipal organization; representatives of civic organizations; business and industry; high school, college and University staff and student bodies.

- b) Possible reconstitution of Liaison Committee and Technical Committee.
- c) Consolidations, extension and establishment of municipalities to continue.

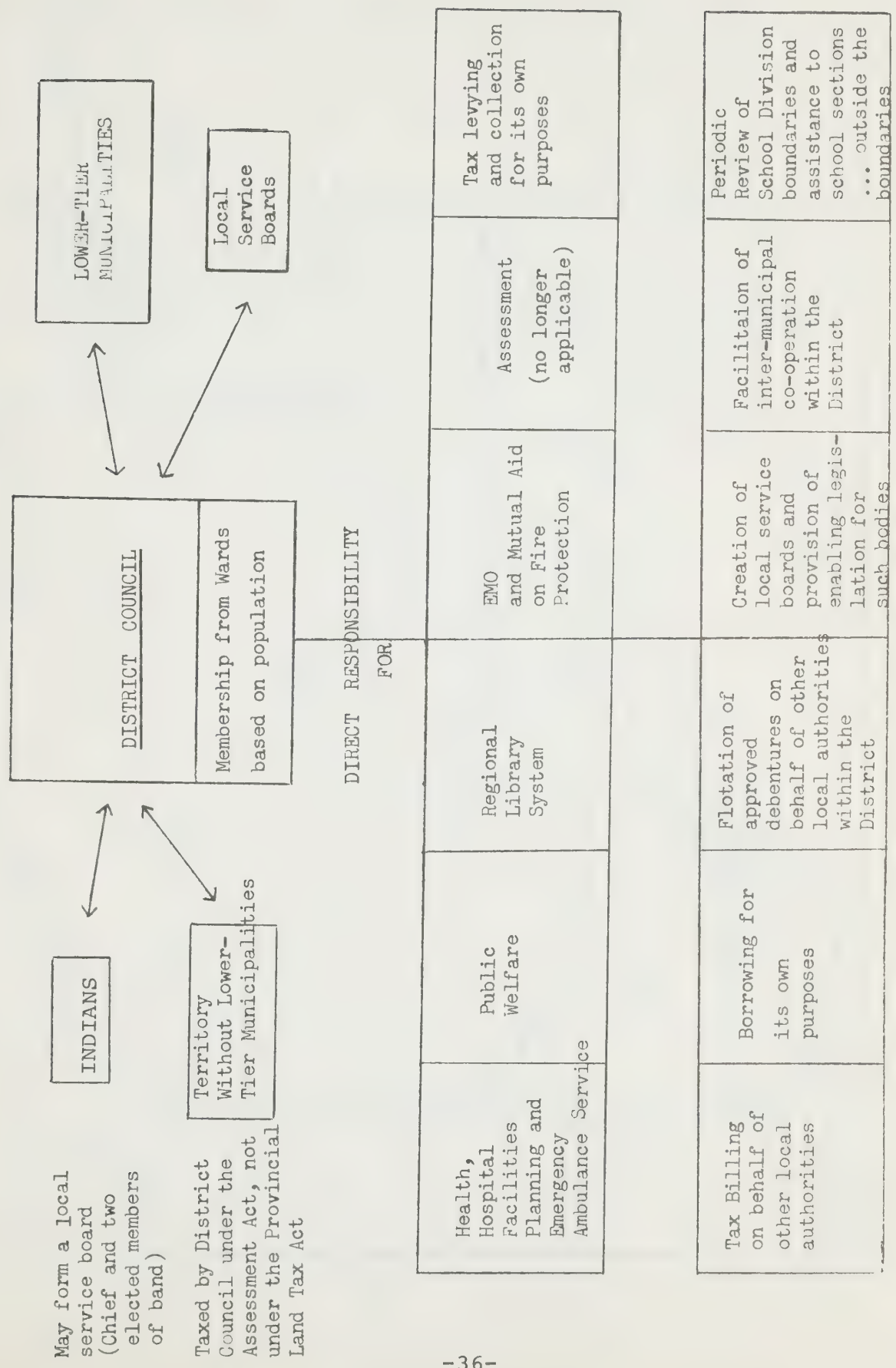
SUBJECT TO DECISIONS TAKEN IN 1971, THE SCHEDULE WOULD BE AS FOLLOWS:

- |                                   |    |  |
|-----------------------------------|----|--|
| Jan 1, 1972<br>to<br>Dec 31, 1972 | 3. | a) Reconstitution of Municipal Associations; membership, functions.            |
|                                   |    | b) New role for Liaison Committee and Technical Committee.                     |
|                                   |    | c) Consolidations, extensions and establishment of municipalities to continue. |
| Jan 1, 1973<br>to<br>Dec 31, 1973 | 4. | a) District Governments proposed.  |
|                                   |    | b) Consolidations, extensions and establishment of municipalities to continue. |
| Jan 1, 1974<br>to<br>Dec 31, 1974 | 5. | Public hearings on District Government proposals.                              |



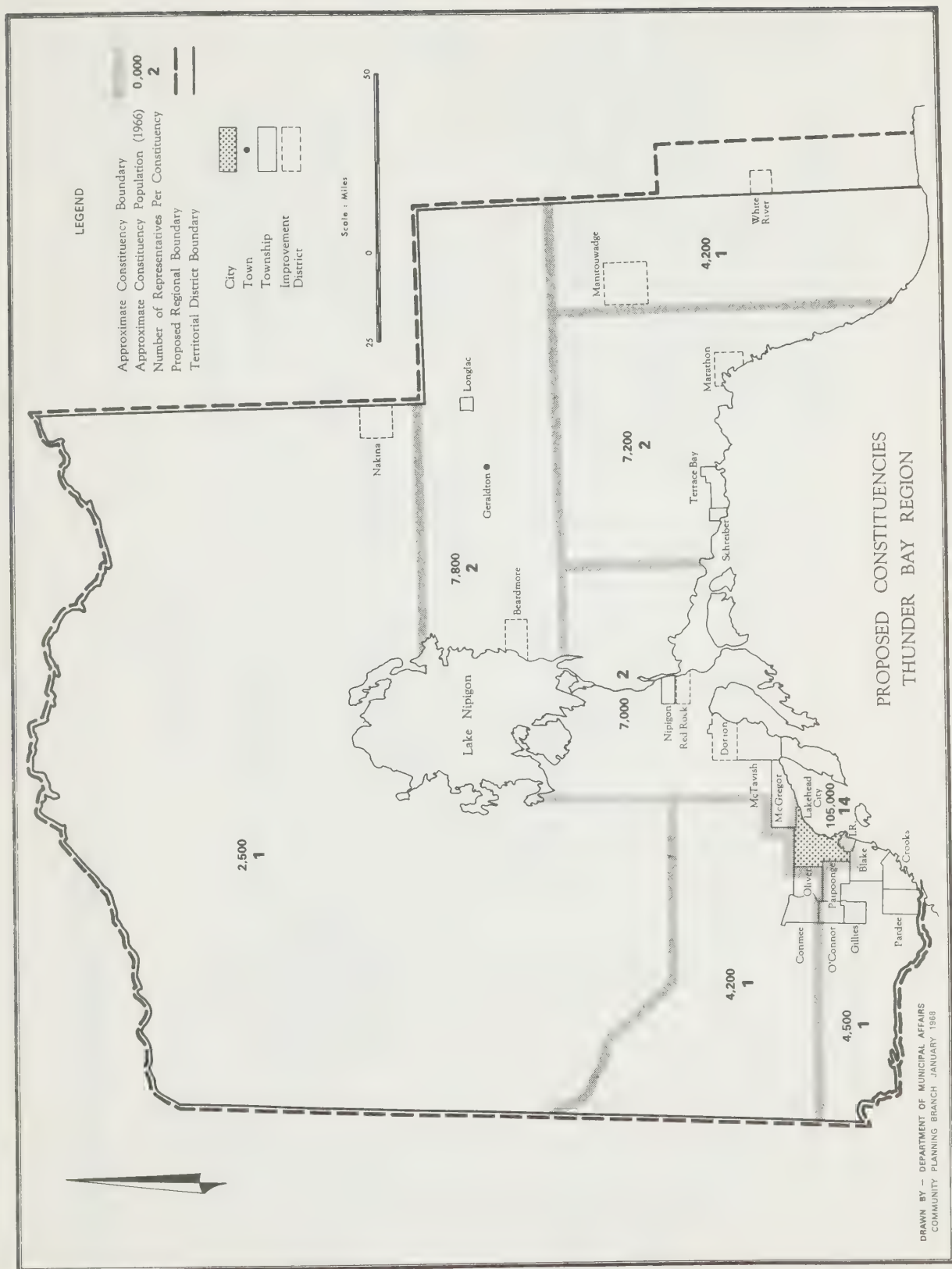
ALTERNATIVE A

Comparison of the Alternatives





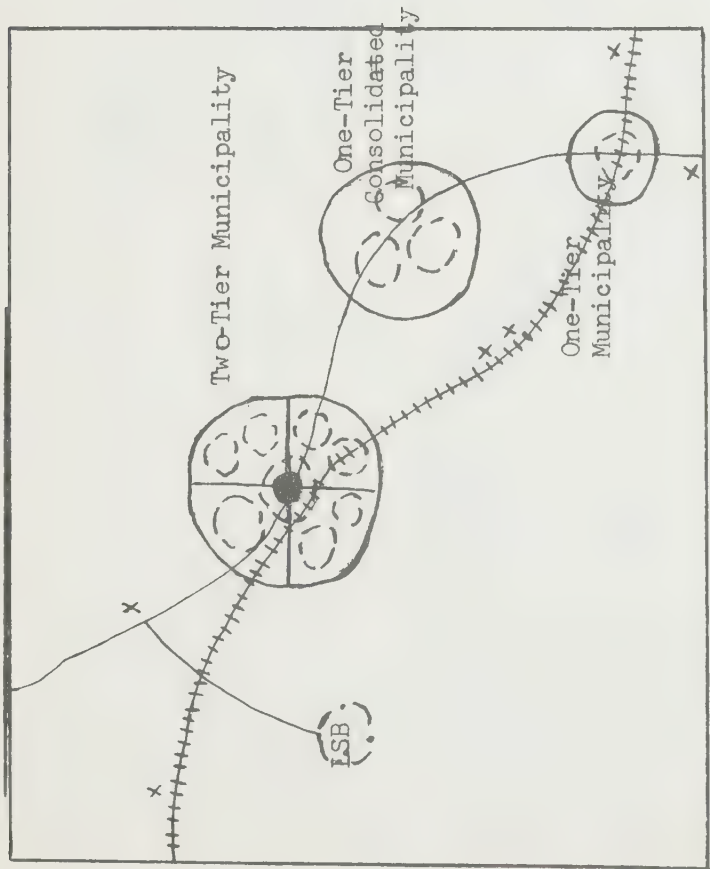




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COMMUNITY PLANNING BRANCH JANUARY 1968



PROVINCIAL ADMINISTRATIVE REGION



● Provincial Administrative Centre

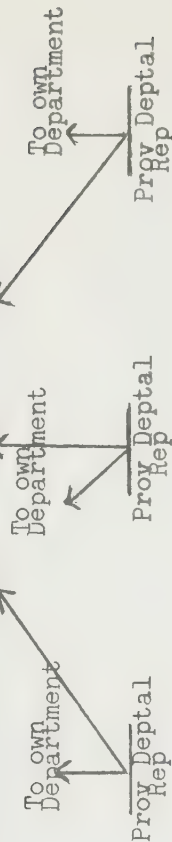
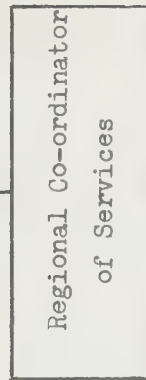
x Residents in areas without lower-tier municipalities

○ New Municipal boundaries

⋯ Former Municipal boundaries

LSB Local Service Boards

Designated Provincial Department



Advisory Committees to the Regional Co-ordinator of Services

1. Senior Provincial Departmental representatives
  2. Elected representatives of residents of territory without municipal organization.
  3. Representatives of municipalities in the Region re co-ordination of provincial and municipal policies.
- Committees 2 and 3 might be combined to form one advisory committee of residents of the whole region



DISTRICT COUNCIL			
MPPs	Indian Reps	Reps of Territory Without Municipal	Municipal Reps

Organization

PROVINCIAL ADMINISTRATION  
LIAISON WITH DISTRICT COUNCIL

Police	Fire Protection	Community Recreation Activities and use of School Facilities
Parks and Conservation	Regional Economic Development	Land Patents

DISTRICT COUNCIL ADMINISTRATION

Borrowing and Debentures	Health and Hospitals	Social and Family Services	Tax Levy,ing, Billing, and Collection	Licences and Permits
Public Works -Roads -Sewers -Water -Public Buildings	Emergency Measures Services	Planning Building and Zoning By-Laws, Townsites	Local Service Boards	Public Relations





## SIMILARITIES AND DIFFERENCES

### MUNICIPAL STRUCTURE

#### Similarities

1. All three Alternatives recommend the creation of regional governments.
2. All recommend the revision of municipal boundaries, through the consolidation of existing municipalities where appropriate. B and C also recommend the extension of existing boundaries to include all the settled area and a ring of undeveloped territory for adequate control of future development and growth. They further recommend regular review of these boundaries.
3. B and C recommend the creation of new municipalities in some areas where none exist, where a settlement is large enough to warrant it.
4. B and C provide for creation and extension of municipalities as growth and settlement continue.
5. All three recommend the creation of local service boards where a settlement needs and wishes certain services for its residents but is too small to warrant municipal incorporation.

#### Differences

1. In Alternative B, the municipal governments would be single-tiered in most areas and two-tiered in areas where the total population reached a minimum level and where two or more distinct urban centres existed. The boundaries would not extend beyond the area in which most of the occupants have frequent contact with the urban centre for employment and a wide range of services.

All area outside the boundaries of these single-tier and regional municipalities would be administered by the Province.

2. Alternatives A and C recommend a system of upper-tier municipalities over most of the North, covering areas approximating the present Territorial Districts. These upper-tier governments would have jurisdiction over areas containing lower-tier municipalities, local service boards, and territory without lower-tier municipalities.



## PROVINCIAL ROLE

### Similarities

1. Alternatives B and C agree in principle that there should be greater co-ordination of government activities in the North, both among Provincial Departments and between the Province and the municipal structure, and greater interaction between those administering and those receiving the service. But there are few similarities in the details of the Province's role between B and C.
2. Alternative A does not deal explicitly with the Provincial role.

### Differences

1. Alternative B recommends dividing the North into provincial regional administrative areas with a provincial office in each, supervised by a Regional Co-ordinator of Services. Relevant departments would have a senior officer located at this provincial regional office who would report to his own department in policy matters and to the regional co-ordinator in line matters. This provincial administrative structure would provide all local services in unincorporated townships, except perhaps for services now administered by special boards -- public health, social services, child welfare, homes for the aged, education -- which would continue to be administered by their boards. Provincial Departments would continue to provide their direct provincial services, but the Co-ordinator would effect liaison with the municipalities and residents of territory without municipal organization.
2. In Alternative A the Province would provide provincial services only, although this Alternative is not clear as to the role it would play in planning for the areas without lower-tier municipalities. Local services in areas without lower-tier municipalities would be provided, not by the Province as in Alternative B, but by the District Council via local service boards.
3. Alternative C proposes that most local services in areas without lower-tier municipalities be provided by the District Council via local service boards. It acknowledges that some local services would be provided by the Province. They would be administered in liaison with the District Council, for example via standing committees of regional councillors and provincial departmental representatives. Thus the co-ordinating role would be played by District Council, rather than by a Provincial Regional Co-ordinator.



## PARTICIPATION

### Similarities

1. All three Alternatives recommend elected single-tier and two-tier councils.

### Differences

1. Alternative B recommends single-tier and two-tier councils. The single and lower-tier council members could be elected by wards or at large, and the regional council members could be elected directly from wards or indirectly from the lower-tier councils. In territory without municipal organization there would be no municipal councils but there would be advisory committees for each provincial administrative region, one composed of elected representatives of residents of territory without municipal organization and another for representatives of the municipal governments. These could be combined to form one advisory committee for the whole region. The residents of territory without municipal organization would meet regularly with the Regional Co-ordinator and other senior regional staff to discuss existing policies, to suggest changes in policy, and generally to keep the Provincial Government in touch with their viewpoints, attitudes and needs. The municipal representatives would meet with the regional co-ordinator to provide liaison between provincial and municipal activities in the region. Such committees would provide a means whereby the Provincial Government could test its proposed programs and changes in policy against local and regional attitudes and views.
2. Alternative A recommends lower-tier municipal councils with representatives elected as in B and a District Council composed of members elected from wards. The wards would be based on population and would include the lower-tier municipalities, local service boards, Indian Reserves, and territory without lower-tier municipalities; members would be elected directly from these wards. The Alternative makes no provision for local residents to have a voice on provincial policies other than through the Provincial member.
3. Alternative C recommends lower-tier municipal councils with representatives elected as in B and A, and a District Council with directly elected, indirectly elected, and appointed members. The directly elected members would be from wards covering the area without lower-tier municipalities. The indirectly elected members would be representatives of lower-tier councils, and the appointed members would be the MPP's for that district, and representatives of the Indian Bands.





Alternative C provides for liaison with provincial departmental representatives in the district through such means as standing committees of district councillors and senior provincial departmental representatives.

#### FUNCTIONS (see charts)

##### Similarities

1. All three Alternatives would delegate a wide range of specifically local functions to the lower-tier municipalities, and a number of area functions to the regional municipalities.
2. All three would encourage the creation of local service boards for small settlements, through which certain local services could be provided to their residents. These services would be provided by the board or contracted from the provincial regional office or the nearest regional municipality. In A and C they would be contracted from the district municipality.

##### Differences

1. Under Alternative B the regional municipalities in Northern Ontario would be given responsibilities and powers similar to regional municipalities in Southern Ontario. However, in some cases, there might not be lower-tier municipalities blanketing the whole area of a regional municipality in which circumstance the regional municipality would exercise in that area the functions of a lower-tier municipality as well as those of a regional municipality. The lower-tier and single-tier municipalities under Alternative B would also have responsibilities and powers similar to their counterparts in Southern Ontario. In territory without municipal organization, all functions -- local and provincial -- would be performed by the Province.
2. Under Alternative A the district municipality would be responsible for a dozen functions throughout the whole district, a number of which are now performed by district boards. Services such as planning, water, sewers and roads would be left to the lower-tier municipalities, with the district municipality providing staff assistance and raising the necessary funds via debentures. This Alternative does not make it clear who would have responsibility for planning in territory without lower-tier municipalities. However it implies that the Province would handle most planning activities, because it states the District could not be considered as a "planning area".





3. Under Alternative C the regional council would handle those functions suggested in A ; in addition it would have a role in land-use planning in the district, and in the planning and building of hard services such as roads and sewers.

The Province would also play a role in planning and in the construction of hard services in the district, and would work in liaison with the regional council on such matters.



ALTERNATIVE A

DIVISION OF FUNCTIONS

(a) <u>Province</u>	(b) <u>District Municipalities</u>	(c) <u>Lower-tier Municipalities</u>	(d) <u>Local Service Boards</u>
Planning-considerable role in area without lower-tier municipal-ities. Direct Services as in rest of Ontario.	Health, Hospital Facilities Planning and Emergency Ambulance services. Public Welfare Regional Library System EMO and Mutual Aid on fire protection. Assessment (N/A) Tax levying and Billing for own purposes. Tax Billing on behalf of other authorities. Borrowing for its own purposes. Flotation of approved debentures on behalf of other local authorities within the District.	Tax collection for own purposes Roads Sewage Water Parks & Recreation Fire Services Police (By-Law Enforcement) Garbage Collection and Disposal Licences and permits	Same as in Alternative B, except that services would be contracted from District Municipality, not the Province.
Creation of Local Service Boards and provision of enabling services for such bodies. Facilitation of Inter-Municipal co-operation within the District. Periodic Review of school division boundaries and assistance to school sections that must remain outside the boundaries.			



# ALTERNATIVE B

## DIVISION OF FUNCTIONS

(a) <u>Province</u>	(b) <u>Two-Tier Municipalities</u>	(c) <u>One Tier Municipalities</u>	(d) <u>Local Service Boards</u>	(e) <u>Boards</u>
<p>All local services in territory without municipal organization except where a board exists.</p> <p>For example, Planning-Co-ordinator of all planning in North, and land-use control in all territory without municipal organization. Police-for almost all the North including smaller municipalities. Roads- Primary and secondary highways and development roads. Water and Sewage Plants in many smaller municipalities and Local Service Boards. Provincial Parks. Conservation-with (b) and Conservation authorities. Libraries.</p>	<p><u>Region</u> Tax levying and billing for own purposes. Tax billing for other local authorities. All capital borrowing. Planning. Some Arterial Roads. Sewage and Garbage disposal and treatment Water intake and purification and wholesale sale. Capital facilities for parks and recreation. Police. Local Tax billing for own purposes. Planning(subordinate to Region). By-Law Enforcement. Fire Protection. Local Roads. Local Improvements Parks and recreation Sewage and Garbage collection. Retail Sale of Water</p>	<p>All municipal services except those noted in (a).</p>	<p>Certain specified services. May contract service from the Province or a regional municipality Levy a tax surcharge on residents or recommend such a levy by regional municipality or Provincial Government.</p>	<p>Health Welfare CAS Homes for the Aged. Education</p>





# ALTERNATIVE C

## DIVISION OF FUNCTIONS

(a) <u>Province</u>	(b) <u>District Municipalities</u>	(c) <u>Lower-tier Municipalities</u>	(d) <u>Local Service Boards</u>
<p>Services of a local nature in liaison with the District Council.</p> <p>Police.</p> <p>Fire protection.</p> <p>Community recreation.</p> <p>activities and use of school facilities.</p> <p>Parks</p> <p>Conservation</p> <p>Regional Economic Development.</p> <p>Land patenting.</p> <p>Hydro.</p> <p>Plus Direct Provincial services.</p>	<p>Tax levying and collection for own purposes.</p> <p>Tax billing for municipalities in the district.</p> <p>Borrowing and debentures.</p> <p>Health, and Hospital services.</p> <p>Social and Family services</p> <p>Public Works</p> <p>Roads</p> <p>Sewers</p> <p>Water</p> <p>Public Buildings</p> <p>Emergency Services.</p> <p>Inter-municipal planning and zoning.</p> <p>Subdivision Control and building by-laws.</p> <p>Townsites.</p> <p>Licences and permits in territory without municipal organization.</p> <p>Public Relations including Tourist and Economic Development.</p> <p>Local Service Boards.</p>	<p>Tax Collection for own purposes.</p> <p>By-Law Enforcement.</p> <p>Fire Protection.</p> <p>Garbage collection and disposal.</p> <p>Local Roads.</p> <p>Parks and Recreation.</p> <p>Planning.</p> <p>Retail Sale of Water.</p> <p>Licences and Permits.</p>	<p>Same as Alternative A</p>



## ADVANTAGES AND DISADVANTAGES

### ALTERNATIVE A

#### ADVANTAGES

1. It would provide an elected council to administer directly certain district functions.
2. It would provide a collective voice for municipalities and residents of the whole district on matters of common concern.
3. Provincial Departments would be able to deal directly with the District Council.
4. Local residents would take on greater responsibilities; the Province would withdraw from its role in providing local services.
5. It would provide better access for residents.

#### DISADVANTAGES

1. The factors of distance and lack of community of interest might make the district too large for such a government.
2. The lack of population outside existing municipalities may make such a large government area impractical.
3. District boundaries may not be appropriate as municipal boundaries.
4. District Council would have a very limited role in land-use planning or in providing hard services such as roads and sewers.
5. There would be an imbalance between the major urban centres and the rest of the district.
6. Indian Bands and Indian communities might be left without representation on District Council.
7. Election by wards to District Council might mean that all district Councillors would be from municipalities.
8. There would be serious problems in financing and administering district services. It might require heavy Provincial subsidies and lead to a loss of autonomy by the District Councils.



## ALTERNATIVE B

### ADVANTAGES

1. Two-tier regional governments would be created only where they are needed and where they can be afforded.
2. It would achieve larger, stronger municipalities throughout the North through consolidation and the extension of boundaries.
3. Municipal government would be created in and extended to some areas where none now exists.
4. It would provide for extension of municipal government as an area developed.
5. It would not place such a heavy cost burden on municipalities and their ratepayers.
6. It would provide for better co-ordination of policy among the various Provincial Departments.
7. It would provide for better local services to territory without municipal organization.
8. It would achieve considerable decentralization of administration and therefore provide better access for residents.
9. It would achieve better planning in territory without municipal organization and in Crown Lands.

### DISADVANTAGES

1. It would place appointed officials between residents and elected representatives in territory without municipal organization.
2. It does not provide an elected council to deal with municipal services and problems over a wider area.
3. It does not replace Boards now operating over a wider area; i.e. Health, Welfare, CAS.
4. Advisory Committees will have no executive function.
5. Regional Co-ordinator may encounter difficulties in gaining the co-operation of the departmental representatives.
6. Provincial Government may be reluctant to give discretionary power to field representatives.



## ALTERNATIVE C

### ADVANTAGES

- |   |  |
|---|--|
| 1. It would provide an elected council to administer directly certain district functions.   | 1. The factors of distance and lack of community of interest might make the district too large for such a government.  |
| 2. It would provide a collective voice for municipalities and residents of the whole district on matters of common concern.                 | 2. The lack of population outside existing municipalities may make such a large government area impractical.   |
| 3. Provincial Departments would be able to deal directly with the District Council.   | 3. District boundaries may not be appropriate as municipal boundaries.   |
| 4. Local residents would take on greater responsibilities; the Province would withdraw from its role in providing local services.           | 4. There would be an imbalance between the major urban centres and the rest of the district.   |
| 5. For those local services the Province continued to provide, it would provide for formal liaison with the Province.                       | 5. There would be serious problems in financing and administering district services. It might require heavy Provincial subsidies and lead to a loss of autonomy by the District Council. |
| 6. It would provide a role for the District Council in planning and the provision of hard services such as the roads and sewers.            | 6. There might be conflict between the District Council and the Province on land-use planning in the territory without municipal organization.   |
| 7. It would provide a direct voice for Indian communities and residents of territory, without local municipalities on the District Council. | 7. The participation of the MPP on District Council might create problems.   |
| 8. It would provide better access for residents.  |  |





## APPENDIX 'A'

The total population in the eleven territorial districts of Northern Ontario at the time of the 1966 census was 795,738, or 11.4 percent of the total Provincial count of 6,960,870.

The Territorial Districts of Manitoulin, Muskoka and Parry Sound accounted for a total population of 66,570 (10,544; 27,691; and 28,335 respectively), only 8.4 percent of the population of the eleven territorial districts.

Because their problems and socio-economic circumstances differ substantially from the circumstances in the other eight districts, these three districts are included in Tables I and II only.

Table II shows that in 1966 the incorporated cities, towns and villages (i.e. urban settlements) in Northern Ontario together accounted for 56.6 percent of the total Northern population, with the cities alone accounting for 62.1 percent of that portion. 30.5 percent of the population (242,353) lived in organized townships and 10.5 percent (83,943) lived in territory without municipal organization.

It is interesting to note that of the 326,296 people living in organized townships and territory without municipal organization, 185,546 or 56.9 percent lived in unincorporated "urban-like communities" containing 50 or more persons. In the Districts of Manitoulin, Muskoka and Parry Sound there were 56 such unincorporated communities located in organized townships and 22 in territory without municipal organization. In the other eight districts there were 160 unincorporated "urban-like communities" in the organized townships and 191 in territory without municipal organization. The average population size of these unincorporated communities was over one hundred persons, but this statistic is not very meaningful because the population size of these places ranged widely from the lower limit of 50 to over 1,000. A more meaningful observation is that 60.4 percent of the non-urban population in organized townships and 54.6 percent of the population in territory without municipal organization resided in some communities at the time of the 1966 census.

Table III gives some idea of the size and importance of the incorporated urban settlements in the eight northernmost territorial districts. The four cities accounted for 38.4 percent of the total population in the eight districts. The cities of Sault Ste. Marie, Sudbury and Thunder Bay, which were approximately equal to one another in size, accounted for most of the city population.



## Appendix 'A' (cont'd)

Except for the percentage of the population that lived in the three incorporated villages, the 36 towns accounted for the remainder of the urban population in the eight districts. Twenty-seven of these thirty-six towns contained less than 4,000 persons each; the remaining nine towns accounted for 63 percent of the total town population.

Tables IV and V show the variations in population density in the organized townships for the eight districts. Studying the spectrum of organized townships which range from a population size of less than 1,000 to over 15,000 in increments of 1,000, it is interesting to observe the prevalence of the unincorporated "urban-like communities". The existence of such a large number (160) of these communities implies the usefulness of a thorough study of the socio-economic conditions that prevail in such communities.

The situation is similar in territory without municipal organization. The number of these "urban-like communities" in territory without municipal organization in the eight districts of Northern Ontario is summarized in Table VI.

For census purposes, the districts of Northern Ontario are subdivided into a total of approximately 2,000 enumeration areas. For each of these enumeration areas the following data is available:-

Population -- by age group and sex;

Labour force -- by age group, sex, occupation, and  
industry of occupation;

Households -- by number of persons, school age children,  
and families per household;

Income -- income distribution of the labour force.

Even if it were not necessary to recompile the data on a new base in order to make meaningful comparisons among various areas of Northern Ontario, the sheer volume of the data renders any attempt at such an analysis futile without the aid of sophisticated mechanical equipment. A manual operation would be futile, and utilizing computers might prove to be very expensive. The feasibility of carrying out such a study depends upon the strength of the expressed need for it. It could be completed in a six-month period.



# T A B L E I

## POPULATION STATISTICS IN THE ELEVEN TERRITORIAL DISTRICTS OF ONTARIO BY TERRITORIAL DISTRICT

Territorial District	1966 Census	1961 Census	1966 1961 Percentage Increase or Decrease	Population In Districts as Percentage of Total Population in Northern Ontario 1966
			%	%
1. Algoma	113,561	111,408	1.9	14.3
2. Cochrane	97,334	95,666	1.7	12.1
3. Kenora	53,995	51,474	4.9	6.8
4. Manitoulin	10,544	11,176	-5.7	1.3
5. Muskoka	27,691	26,705	3.7	3.5
6. Nipissing	73,533	70,568	4.2	9.2
7. Parry Sound	28,335	29,632	-4.4	3.6
8. Rainy River	25,816	26,531	-2.7	3.2
9. Sudbury	174,102	165,862	5.0	21.9
10. Thunder Bay	143,673	138,518	3.7	18.1
11. Timiskaming	47,154	50,971	-7.5	5.9
Grand Totals	795,738	778,511	2.2	100.0





# T A B L E     I I

## POPULATION STATISTICS IN THE ELEVEN TERRITORIAL DISTRICTS OF ONTARIO BY MUNICIPAL STATUS

	<u>1966 Census</u>	<u>1961 Census</u>
Total Population	795,738	778,511
Cities	279,665	259,354
Towns	165,824	159,521
Villages	4,931	5,255
Organized Twps.	242,288	242,725
Unincorporated Twps.	83,943	91,304
Indian Reserves	19,087	20,404
Unincorporated 'villages' of 50 persons or more in:-		
Organized Twps.	146,452	147,691
Unincorporated Twps.	45,802	47,650
1) Cities and Towns	445,489	418,875
1a) Cities, Towns & Incorporated Villages	450,420	424,100
2) Organized Twps.	242,353	242,304
3) Unincorporated Twps.	83,943	91,304
4) Indian Reserves	19,087	20,404



# T A B L E    I I I

## POPULATION IN INCORPORATED SETTLEMENTS

### BY SIZE

#### IN NORTHERN ONTARIO

(Excluding The Districts of Manitoulin, Muskoka and Parry Sound)

(A) <u>Cities</u>		Number of Cities	Population (1966 Census)
<u>District</u>	<u>Size</u>		
Nipissing	Under - 25,000	1	23,635
Algoma	25,000 - 75,000	1	74,594
Sudbury	75,000 - 85,000	1	84,888
Thunder Bay	85,000 - & over	1	96,548
	Totals	4	279,665

(B) <u>Towns</u>		Number of Towns	
<u>District</u>			
Cochrane 1, Algoma 1, Sudbury 1, Timiskaming 2, Nipissing 2.	Under - 1,000	7	3,753
Rainy River 1, Cochrane 2, Algoma 1, Sudbury 1, Timiskaming 1.	1,000 - 1,999	6	8,875
Kenora 2, Cochrane 1, Sudbury 2, Timiskaming 1.	2,000 - 2,999	6	15,293
Thunder Bay 1, Algoma 1, Sudbury 4, Timiskaming 1, Nipissing 1.	3,000 - 3,999	8	26,326
Cochrane	4,000 - 4,999	1	4,775
Timiskaming 1, Sudbury 1.	5,000 - 5,999	2	10,826
Kenora 1, Nipissing 1.	6,000 - 6,999	2	13,162
Rainy River 1.	9,000 - 9,999	1	9,524



Kenora 1.	11,000 - 11,999	1	11,295
Cochrane 1.	12,000 - 12,999	1	12,617
Cochrane 1.	13,000 - & over	1	29,303
	Totals	36	145,749

(C) Villages

<u>District</u>	<u>Population</u>
Thornloe (Timiskaming)	157
Hilton Beach (Algoma)	165
Iron Bridge	762
	<hr/>
Total	<u>1,084</u>



TABLE IV

POPULATION IN ORGANIZED TOWNSHIPSIN NORTHERN ONTARIO

BY DISTRICT AND SIZE OF TOWNSHIP SHOWING ALSO THE  
UNINCORPORATED URBAN SETTLEMENTS OR VILLAGES  
SITUATED THEREIN:

<u>DISTRICT</u>	<u>ORGANIZED TOWNSHIPS</u>			<u>UNINCORPORATED "URBAN COMMUNITIES" SITUATED WITHIN THE TWP. BOUNDARIES</u>	
	<u>SIZE OF TOWNSHIP (POPULATION)</u>	<u>NO OF ORGANIZED TWPS BY SIZE</u>	<u>TOTAL POPULATION 1966 CENSUS</u>	<u>NO.</u>	<u>POPULATION 1966 CENSUS</u>
Kenora excl. Patricia (Portion)	Under 1,000	3	2,195	1	552
	1,000-1,999	1	1,106	3	898
	2,000-&over	1	2,806	0	0
	Totals	5	6,107	4	1,450
Kenora (Pat. Por'n)	1,000-1,999	1	1,859	4	1,841
	2,000-& over	1	2,476	1	2,381
	Totals	2	4,335	5	4,222
Rainy River	Under-1,000	10	3,631	4	276
	1,000-1,999	2	2,194	2	820
	2,000-& over	1	6,386	2	6,328
	Totals	13	12,211	8	7,424
Thunder Bay	Under 1,000	5	2,204	4	814
	1,000-1,999	5	7,602	9	6,182
	2,000-2,999	4	9,740	9	7,655
	3,000-3,999	1	3,132	2	3,132
	4,000-4,999	1	4,064	3	1,185
	5,000-& over	1	5,600	7	1,947
	Totals	17	32,342	34	20,915
Cochrane	Under -1,000	2	931	1	372
	1,000-1,999	5	6,567	11	4,244
	2,000-2,999	2	5,534	5	2,559
	5,000-5,999	1	5,402	4	4,182
	6,000-& over	1	8,396	6	8,527
	Totals	11	26,830	28	19,884
Algoma	Under-1,000	12	5,258	6	1,526
	1,000 - 1,999	2	3,057	4	2,257
	4,000 - 4,999	1	4,927	3	4,834
	5,000 - & over	1	7,014	5	6,988
	Totals	16	20,256	18	15,605
Sudbury	Under-1,000	6	2,706	4	1,031
	1,000-1,999	6	8,243	4	2,319
	2,000-2,999	4	9,688	4	1,940





TABLE IV  
Contd.

Sudbury Contd.

	3,000-3,999	1	3,778	1	3,778
	5,000-5,999	<u>4</u>	<u>21,808</u>	<u>15</u>	<u>18,696</u>
Totals		20	46,223	28	27,764
Remis- aming	Under-1,000	15	7,145	8	1,565
	1,000 - 1,999	3	4,657	5	3,352
	2,000 - 2,999	1	2,034	3	2,034
	3,000 - & over	<u>1</u>	<u>15,784</u>	<u>3</u>	<u>15,513</u>
	Totals	20	29,620	19	22,464
Wipissing	Under-1,000	8	5,017	5	1,746
	1,000 - 1,999	2	3,485	1	887
	2,000 - 2,999	1	2,047	2	223
	6,000 - 6,999	1	6,627	4	6,447
	7,000- & over	<u>1</u>	<u>14,814</u>	<u>5</u>	<u>6,091</u>
	Totals	13	31,990	17	15,394
GRAND TOTALS		118	209,914	160	135,122



TABLE V

POPULATION IN ORGANIZED TOWNSHIPS  
IN NORTHERN ONTARIO  
BY SIZE OF TOWNSHIP

(EXCLUDING THE DISTRICTS OF MANITOULIN, MUSKOKA AND PARRY SOUND).

<u>SIZE OF TOWNSHIP (POPULATION)</u>	<u>NUMBER OF ORGANIZED TOWNSHIPS</u>	<u>TOTAL POPULATION 1966 CENSUS</u>	<u>UNINCORPORATED "URBAN COMMUNITIES SITUATED WITHIN THE BOUNDARIES OF THE ORGANIZED TOWNSHIPS</u>	
			<u>NUMBER</u>	<u>TOTAL POPULATION 1966 CENSUS</u>
Under 1000	61	29,087	33	7,882
1000 - 1999	27	38,770	43	22,800
2000 - 2999	14	34,325	24	16,792
3000 - 3999	2	6,910	3	6,910
4000 - 4999	2	8,991	6	6,019
5000 - 5999	6	32,810	26	24,825
6000 - 6999	2	13,013	6	12,775
7000 - 7999	1	7,014	5	6,988
8000 - 8999	1	8,396	6	8,527
9000 -15000	1	14,814	5	6,019
15000 and over	1	15,784	3	15,513
GRAND TOTALS	118	209,914	160	135,122



T A B L E VI

POPULATION  
AND NUMBER OF  
UNINCORPORATED "URBAN-LIKE COMMUNITIES  
LOCATED IN TERRITORY WITHOUT MUNICIPAL ORGANIZATION  
IN NORTHERN ONTARIO

(Excluding The District of Manitoulin, Muskoka, and Parry Sound

<u>Population Size</u>	<u>Number</u>	<u>Total Population (1966 Census)</u>
Under - 200	71	3,941
100 - 200	53	7,513
200 - 300	12	2,943
300 - 400	13	4,606
400 - 500	13	5,944
500 - 600	4	2,198
600 - 700	2	1,252
700 - 800	2	1,431
800 - 900	4	3,295
900 - 1,000	1	964
1,000 - 1,100	0	0
1,100 - 1,200	2	2,219
1,200 - & over	1	1,463
GRAND TOTALS	<u>174</u>	<u>37,769</u>





## APPENDIX B

### THE HISTORICAL EVOLUTION OF THE PRESENT TERRITORIAL DISTRICTS.

Before 1858 all of the territory north of the evolving Counties of Southern Ontario was classified in three ways. Land belonging to Ontario either was Crown Land or like the Bruce Peninsula and the Manitoulin Islands was considered Indian Land. The present Patricia Portion of Kenora was until 1912 part of the federal district of Keewatin, part of the North West Territories. Note that not until 1889 had the Manitoba-Ontario border dispute been settled.

The Territorial Divisions Act of 1858 delineated 42 Counties in Southern Ontario, including nine United County groupings, for municipal and judicial purposes. The Territorial Divisions Act of 1960 begins the territorial division of Ontario into Counties and Districts shall continue... for municipal and judicial purposes such counties, and for judicial purposes such districts are composed as follows". The hybrid Provisional County of Haliburton was created in 1874 out of the District of Nipissing and the County of Peterborough for municipal purposes. However, for judicial purposes it is joined to the County of Victoria.

The Temporary Judicial District Act of 1857 which proceeded from an earlier "Act to provide the better Administration of Justice in the Unorganized Tracts" was the enabling legislation for the creation of the Territorial Districts. The earlier Act provided for the creation of Provisional Judicial Districts which would replace and supersede the Temporary Judicial Districts. At present, the term Territorial District implies a Provisional Judicial District.

In 1858 both Nipissing and Algoma were proclaimed on April 12th, as the first Temporary Judicial Districts. Together they covered all of the former Crown Land and Indian lands north of the then existing counties of Southern Ontario. At that time Simcoe County reached north to the French River. After 1858



some of the counties whose northern boundaries coincided with the southern boundaries of Nipissing were modified or expanded northward as with the creation of Haliburton in 1874.

In 1858 the Temporary Judicial District of Nipissing was proclaimed in the Canada Gazette. It covered all territory north of the county boundaries of Southern Ontario and east of Simcoe County and east of a line drawn due north from the most westerly mouth of the French River to James Bay. The territory was split into two divisions, north and south of a line through the French River, Lake Nipissing and the Mattawa River.

In the same year 1858 the Temporary Judicial District of Algoma was likewise proclaimed in the Canada Gazette. This District contained the remainder of Northern Ontario not covered by Nipissing or the Patricia District of Keewatin, and included the Manitoulin Islands. The territory was divided east and west by a line drawn due north where the mouth of the Echo River entered Lake George.

In 1868 the Territorial District of Muskoka was created as a Temporary Judicial District "for more ready and convenient Administration of Justice, and for registration of deeds and Instruments relating to land". Muskoka was carved out of Simcoe County and the District of Nipissing. However, it was stated that "for all municipal purposes, for the purposes of Civil and Criminal Justice in all cases not provided for.... the said townships and territories shall remain as before."

Parry Sound was formed out of Simcoe County and Nipissing in 1869 - in the same manner as Muskoka had become a Temporary Judicial District.

During the session of 1870-71, the Provisional Judicial District of Thunder Bay was designated, being "composed of all that part of the District of Algoma lying west of the meridian of 87° west longitude."



In 1874 the Provisional County of Haliburton was created out of Nipissing and Peterborough and joined to Victoria for judicial (but not municipal) purposes.

The Provisional Judicial District of Rainy River was created in 1885 out of that part of Thunder Bay west of a north-south line drawn through the most easterly tip of Hunters Island.

In 1888 the Manitoulin Islands were separated from the Provisional Judicial District of Algoma to become a Temporary Judicial District.

Sudbury was created as a Provisional Judicial District out of Algoma and Nipissing in 1907.

In 1908 the southern portion of Rainy River became the Provisional Judicial District of Fort Frances while the northern portion remained known as Rainy River. In 1909 the respective names were changed from Fort Frances to Rainy River, and from Rainy River to Kenora. In 1912 the District of Patricia was transferred from the federal District of Keewatin, part of the North-West Territories, and joined to Kenora for judicial purposes.

The Provisional Judicial District of Temiskaming was created out of Nipissing and Sudbury in 1912.

Finally, the Provisional Judicial District of Cochrane was formed from parts of Sudbury, Temiskaming and Thunder Bay in 1922.

Over the course of time the boundaries of the eleven Territorial Districts have been modified to their present state. Few of the Provincial Departments use the present Districts for administrative purposes; some use them with minor variations or in multiples; but most have their own unique administrative divisions ranging in size from the whole Province down to each of the individual municipalities.



## APPENDIX C

### INTERMUNICIPAL ASSOCIATIONS IN NORTHERN ONTARIO

In the Territorial Districts of Northern Ontario municipalities do not have a formal relationship with one another as is provided by the county system in Southern Ontario. Beginning in 1907 in the Rainy River District, municipal associations have sprung up, as voluntary unions with no legal or statutory basis, to fill this void.

Although there are significant differences among the associations, their membership, fees, aims, and voting procedures are quite similar. Basically membership is composed of the municipal councils within a particular district but may also include improvement districts, school sections in areas without municipal organization, and Indian Bands.

The fee structure varies from a flat rate for each member municipality or each representative, to a levy based on assessment and/or population.

There is often a provision for extraordinary expenses, to be shared on the same basis as fees if of general benefit, or to be levied against a particular member if that member receives special benefits as a result of joint action.

These associations have three general objects:

- 1) To consider matters of general interest;
- 2) to procure enactment of such legislation as may be of advantage or of benefit to the membership;
- 3) to take united action on all matters where the rights of the municipalities might be affected.





Voting follows one of two patterns, or a combination of both. There may be a one vote per representative with or without a maximum number of votes per municipality. Or on particular issues there may be one vote per organization cast by its senior representative.

The primary association is the Municipal Union of the District of Rainy River founded in 1907. Its membership includes improvement districts, and school sections in territory without municipal organization. The annual subscription for each new member is fixed by resolution of the Union. Each representative has a vote on any and all matters except when an objection is raised by a member. In this case each organization has one vote cast by its senior representative. "The Union shall be represented by and through Council".

The next to be formed was the Fort William District League in 1917 which joined with its Port Arthur counterpart in 1936 to become the Thunder Bay District Municipal League. It had been felt that "something was lacking in the district... that was supplied in Eastern Ontario by the County Council. It was necessary to have some means of expressing the united opinion of the district so that the needs of the rural community might be authoritatively and forcibly presented." Objectives of the League include "cooperation in the development of different portions of the District, and especially the development of agriculture". Membership fees are collected from members in proportion to their population and assessment.

The Muskoka Municipal Association, founded in 1919 became the Muskoka District Council in 1940. It includes all members of the municipal councils and the appointed officials as well. The Federal and Provincial members for the riding are Honorary Officers of District Council, but do not have a vote. One of the objects of the District Council is to provide a medium through which the Federal and Provincial Governments can dispense information to the municipalities in the District of Muskoka. There is provision for two types of vote, one by all councillors and appointed officials, and the other a role-call by municipality. One unique clause in the constitution calls for uniform legislation. "The District Council shall have authority to pass uniform by-laws to apply throughout the District provided that particulars thereof have been given in the notice calling a general meeting."



The Association of Mining Municipalities of Northern Ontario was formed late in the 1930's by Timmins and the Townships of Tisdale, Teck and Whitney. There are 39 members from Atikokan and Red Lake in the west to McGarry in the east, and south to include the township of Ross in Renfrew County. Membership is available to "all municipalities in Ontario having mines, mills, smelters, refineries or mining company employees resident within their boundaries and designated by the Department of Municipal Affairs as mining municipalities." Other Mining Municipalities may be voted a membership by a two-thirds majority. The annual fee is \$25.00. Extraordinary expenses are met out of fees or by apportionment on a population basis. A primary aim of the Association " is to make a concerted effort in promoting the position of mining municipalities and to assist in the advancement of the mining industry in Ontario." Remarkable success has been achieved with respect to the Mining Revenue Payments. A two-thirds majority vote by the elected councillors, appointed members of the Board of Improvement Districts, and municipal clerks is required. If this is not achieved, then the Mayors and Reeves decide by simple majority.

The District of Parry Sound Municipal Association was constituted in 1936. Membership is available to all organized municipalities for \$25.00 per year and to school boards and road boards for \$10.00 per year. All elected and appointed officials have a vote and can hold office.

The District of Kenora Municipal Association was formed in 1942. Membership is open to all organized municipalities and Improvement Districts in Kenora. Each municipality pays an annual fee and also an affiliation fee on a population basis because of the connection with the Northwestern Ontario Municipal Association. Ordinarily each registered delegate of a member municipality vote. But if an objection is raised a single vote shall be cast by the senior representative of each municipality. If extraordinary expenses are of general benefit, the cost will be borne by an assessment apportioned on the basis of population but if the benefits are particular, they must be met by those requesting the support of the Kenora Municipal Association.

In 1946 delegates from the Rainy River, Kenora and Thunder Bay District Associations met to discuss the merger of their respective associations. In 1947 the constitution



of the Northwestern Ontario Municipal Association was drafted and adopted. Membership is open to other organised groups of municipalities in a Territorial District. Each member is limited to 6 votes and fees are levied in proportion to population.

The South Temiskaming Municipal Association was founded in 1947 "to further the interests of the ratepayers and residents of the various municipalities by methods including watching legislation pertaining to municipal affairs and urging beneficial changes through the MLA by agitating for the passing of new legislations or by such other means as may be expedient." All organized municipalities can become members, each having two votes, by paying an annual fee. Further "it shall be the duty of each officer and member to support the ruling of the majority, his personal opinion to the contrary notwithstanding."

The Northeastern Ontario Municipal Association was formed in 1949 in the Cochrane District. The Association has fostered agreement on the construction of three homes for the aged, a health unit, district welfare and district assessment.

The Federation of Northern Ontario Municipalities was constituted in 1960 "to bring together into one voice the widely separate municipalities in order to make their desires known and give a just and fair return for the natural wealth being drained off." Any municipal corporation, local board or association of elected municipal officials in the Territorial Districts can become a member for \$20.00 per year. Membership is drawn mainly from the southern and eastern parts of Northern Ontario. Each elected representative and appointed official has a vote on all questions.

The Manitoulin Municipal Association, among other purposes, operates "to assist in arriving at a consensus or majority viewpoint in matters relating to inter-municipal undertakings where the aims and interests of one locality conflict with those of another." The most interesting feature of this Association is its membership composed as follows:

- 1) The Mayor, Chief or Reeve; each Councillor; the Clerk and the Treasurer of each municipality or band which by resolution of its council joins the Association and pays its annual membership fee;
- 2) Two associate members from each unincorporated township and





from each non-member municipality; these associate members are to be appointed by the annual meeting of the Association.

- 3) Two representatives named by non-member band councils who shall be deemed to be associate members.

Annual membership fees are 5 cents per capita to a maximum of \$50 for a Band or Municipal Membership, and \$10 for Associate Membership.









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